

CANADIAN

Welfare

August - September

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The Canadian Welfare Council

Was founded in Ottawa, in 1920, as the result of a National Conference of Child Welfare Workers, convened by the Child Welfare Division, Dominion Department of Health.

OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences.
- (3) Field Studies and Surveys.
- (4) Research.

MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their programme, articles of incorporation, or other statement of incorporation.

- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

FEES

1. Sustaining Members..... Annual Fee, \$50.00 — Representatives: 5
2. National Organizations..... Annual Fee, \$ 5.00 — Representatives: 3
3. Provincial Organizations..... Annual Fee, \$ 3.00 — Representatives: 2
4. Municipal Organizations..... Annual Fee, \$ 2.00 — Representatives: 1
5. Individual Members..... Annual Fee, \$ 1.00
6. Donor Members..... Donation, \$10.00 or more

In electing the Governing Board and the Executive, all members will be grouped according to their registration by the Treasurer.

Every member will receive a copy of the proceedings of the Annual Conference and such other free publications as may be published from time to time.

The Chests' and Councils' Credo

IN CONFERENCE at Ottawa, in July, the Central Committee of Community Chests and Councils, meeting with representatives of the Canadian Welfare Council, and of national welfare agencies, with local units participating in community campaigns, adopted a simple statement of basic principles in the organization of auxiliary war and welfare services.

This stated briefly:

1. That the Dominion Government should recognize and impress upon the general public, by all appropriate means, the necessity of maintaining minimum essentials in civilian health and welfare programmes, both public and voluntary, and the part these must play in maintaining and building up the morale and productive efficiency of the people, whether in civilian or in war services.

2. That, to this end:

- (a) the Dominion Government should define clearly, what services and supplies it considers requisite, in the war effort, from auxiliary voluntary services; their approximate programmes, and, as required under the War Charities Act, their budgets; and to take whatever action it deems feasible to effect a greater measure of co-ordination in their planning, financing, and actual campaigning.
- (b) as a corollary to the above, the Dominion Government should clearly indicate that all essential war supplies will be paid for from public taxation.
- (c) the Dominion Government should further consider the desirability of stipulating that, in respect to all agencies, recognized as auxiliary war services, no budget provisions for auxiliary peace time or ordinary programmes should be included in a war appeal.
- (d) the Dominion Government should eliminate the present discrimination as between auxiliary war service and charitable subscriptions in income tax exemptions which now operate prejudicially to the interest of auxiliary voluntary effort in necessary health and welfare programmes.

3. That assurance be given to the Dominion Government, that if this lead be given by it, the voluntary social agencies, engaged in community welfare services will endeavour, in turn to assure a corresponding measure of definition and co-ordination in their work and financing, and in the integration of these with the controls of the War Charities Act.

These suggestions were presented to the Honourable James G. Gardiner, Minister of the newly created Department of National War Services, on Wednesday, July the seventeenth, by a delegation including Mr. Fred E. Bronson, of the Central Committee of Community Chests and Councils; Mr. Philip Fisher, President of the Canadian Welfare Council; Mayor Stanley Lewis, President of the Canadian Federation of Mayors and Municipalities; Colonel the Honourable C. W. G. Gibson, and Mr. R. P. Sparks, of the Hamilton and Ottawa Community Chests.

Under the Act creating the new department, the Minister is entitled, inter alia, to "promote, organize and co-ordinate different forms of voluntary assistance with a view to the most effective use of personal services or material contributions for the prosecution of the war and the welfare of the nation."

The Minister also "may establish national, provincial, or local councils, committees or boards and use existing organizations and agencies to assist him in carrying out the purposes of this Act."

Mr. Gardiner's reputation for energetically getting things done, and the keen interest evinced in his discussion with the delegation, give their own warrant of progress in the more effective co-ordination of voluntary effort in our war and welfare programmes, which the present times demand.

CHARITIES FREE FROM DEFENCE TAX

IN REPLY to an inquiry from the Canadian Welfare Council for clarification of the position re the taxation of investment income of charitable incorporations, the Dominion Commissioner of Income Tax has advised, "that the National Defence Tax does not apply to the income of any religious, charitable, agricultural or educational institution, no part of the income of which inures to the personal profit of, or is paid or payable to any proprietor thereof or shareholder therein."

TAX EXEMPTION FOR OVERSEAS CHILDREN

BY AN AMENDMENT to the Income War Tax Act, (Sec. 12 e.e.), an exemption of \$400 for each child, maintained by the taxpayer in Canada, is granted for any child placed "under a co-operative scheme sponsored by the governments of the United Kingdom and of Canada or any of the provinces of Canada, for children brought from the United Kingdom under a government plan," providing the total reduction in no case exceeds the amount of tax reduction which would be received by a married person without dependents in respect of an income of \$5,000.

The guardians of civilian welfare don their armour for a long struggle, too.

Mount Guard on the Welfare Sector

AS THE conflict continues, the dependence of the striking power of the war effort upon the morale and efficiency of the civilian as well as of the fighting forces becomes daily more evident. The French collapse is attributable to the recent years of social unrest and instability in the great Republic, while the incredible speeding up of production in the United Kingdom has had to be adjusted to allow for the slackening of the human factor in long hours of unbroken labour. Mechanism can be stepped up, subject only to human ingenuity and the availability of raw material, but the human body and mind have definite and measurable limits of nervous and physical strain; these cannot be pushed beyond a given maximum.

As these truths become discernible, the importance of individual and social wellbeing emerges as the very basis of our capacity to carry on the struggle whether in home production or in actual fighting.

As Canada, in these recent weeks, has been bending every fibre of her being to mobilization for the common conflict, the Community Welfare Services have been concentrating on their best possible discharge of that part of the effort which is theirs.

It is difficult, in our concentration on the recruiting and equipping of our fighting forces, to bring home to the general public the importance of keeping the civilian and home reserves stable and strong. In a single unit state like the United Kingdom, the one central government has responsibility for all phases of the national life, the prosecution of war as well as the preservation of the services and institutions of a normally peaceful social state. Therefore, however great the pressure for war service, the balance is held even in the maintenance of the health, educational and welfare services of civilian life.

In a federal state like Canada, on the other hand, war and the national defence are the direct responsibility of the Dominion unit of government; the health, wellbeing and education of the people rest with the provincial and municipal authorities. In an over-riding preoccupation with the more obvious phases of preservation of the nation's life, the Dominion authority is apt to lose sight of the equal importance of this maintenance of the civilian front.

A sense of their responsibility in bringing home to the Canadian people some realization of the part of the struggle that is to be won

behind the battle lines was perhaps the most constant theme in the deliberations of the Canadian community services in their recent meetings. Accepting this task of impressing upon the Dominion government and the general public this necessity of maintaining minimum essentials in the civilian health and welfare services, both public and voluntary, they then turned to examination of the means of attaining these objectives.

Co-ordination of War Effort

The co-ordination of voluntary effort, whether for auxiliary war or community services, immediately emerged as a most clamant need. Here, the social agencies and business and financial groups were found to be equally concerned in the greater conservation and application of resources which are constantly contracting, because of the over-weening demands of war taxation.

There appeared to be a unanimous conviction that whatever was necessary for the prosecution of the war and the defence of the country would be cheerfully provided by the Canadian people to the very limit of their resources, but that the national Government should take the responsibility of clearly defining what were essential war supplies, and then of imposing adequate taxation to provide them from public funds. As a corollary to this, it was felt that the same national Government should then logically indicate what auxiliary services, in addition to these absolute essentials, it deemed desirable

for the morale of the fighting forces, and for their better care in action and training, or in hospital. These specific services, and their allocation among recognized auxiliary war services, with an indication of the programme and budgets deemed necessary therefor, were again felt to be a responsibility in which the Dominion Government, either through the Auxiliary War Services Branch or the newly created National War Services Department, could take a lead.

Were this done, it was felt that the way would be clear for the auxiliary war services to get together in co-ordinated appeals so spaced throughout the year as to conserve the time and resources of the voluntary contributor, and to allow for a considerate partnership with the ordinary community services.

Integration of Community Services

There was full recognition of the responsibility which would rest upon the latter to put their house in the best possible order, if the national Government were giving the lead in better co-ordination of auxiliary war services. This will be difficult in that the war services have a natural supplementary affiliation to the Dominion Government, while the community services, though contributing to the morale of the nation as a whole, work more directly in association with the municipalities and the provinces. Even where the effectiveness of the Community Welfare Services directly relieves the Dominion Government of financial

obligation, as in supplementary service to the unemployed, to the aged, and to soldiers' dependents, the exact tie-in is with the local administrative units.

Therefore, scattered widely across Canada, the community services will have a greater degree of heavy responsibility in co-ordinating themselves. Collaboration must begin in the local community, but in scores of communities it can be beneficially and directly affected by the leadership given from the national voluntary agencies to their local branches.

The Ottawa discussions indicated the possible desirability of more formal measures of control, and official opinion had been obtained that the War Charities Act did not enlarge but "placed restrictions on the rights of individuals, or organizations of individuals, to raise money from the public for any of the purposes covered by the Act," and that those rights might "be already greatly restricted" and might "in the future be further limited and restricted by competent provincial and municipal legislation.

It was therefore decided to explore, at once, the possibility of developing some measure of uniformity in provincial and municipal recognition of voluntary community services, through regulations similar to the controls introduced in the United Kingdom in January 1940, whereby the reputable and responsible charity would be protected and the public safeguarded against unnecessary and irrespon-

sible canvass. Such a regulation and procedures, it was felt, would go far in bringing about, among the voluntary community services, that better measure of co-ordination which it was being urged the Dominion Government should exercise, in respect to the auxiliary war services.

More Effective Campaign Procedures

Against such a development of permissive rather than restrictive governmental intervention voluntary effort can surely show its capacity to discipline itself through agreement, among the auxiliary war services, on the one hand, and the auxiliary community services, on the other, to organize their campaign procedures and dates, with a due regard for the contributing and heavily taxed public.

In this area, there is evident a wide divergence of opinion as to what is the most effective campaign policy. On two points, however, there appears to be no debate,—namely, that whatever plans may seem most feasible, there will have to be variation for communities of different size and type, and that, as the Better Business Bureaux have been urging, no matter what the charity or appeal, war or community,

"A detailed statement of revenues and expenditure covering monies previously collected should attach to all recurring appeals. Such a statement should include the cost of conducting the last campaign and complete details of administration expen-

ses, including salaries, rent, postage, stationery, etc.

"For all current appeals, an itemized budget should be presented to all individuals requested to contribute in future appeals to war charities, including the total amount to be raised, and details as to how it will be distributed."

Suggestions as to campaign organization differ widely. One proposal which has very wide support, favours one national Auxiliary War Services Appeal to include the war service budgets only of the Canadian Red Cross Society, the Salvation Army Red Shield War Services, the Y.M.C.A. Red Triangle War Services, the Knights of Columbus Army Huts, the Canadian Legion War Services, the Y.W.C.A. Blue Triangle War Services, and the Navy League War Services, with possibly the I.O.D.E. Field Comforts appeal included. Those advocating this development do not urge one joint Fund, but rather one co-ordinated appeal, with the war budgets of each participating agency set forth clearly, raised, allocated and entrusted to each participating agency for its disbursement for services assigned to it by the Auxiliary War Services Branch of the Dominion Government. Certain of the agencies concerned have themselves expressed their support of such a development, provided it can be made all inclusive.

Because of the very wide variation, under provincial and municipal regulation in the work of Community Welfare Services, any

common national fund appears impracticable, with the possible exception of one joint appeal for the ordinary national budgets of certain of the national voluntary agencies. There is some question, however, as to whether even these requirements would not be better met by absorbing a fair portion of the national quotas of these national agencies into the local appeal of their individual branches or supporters. Community welfare appeals, synchronized, as closely as possible across the country, with distribution of specific appeals within different communities over differing dates, seem rather the order of the day, in this area.

Undoubtedly, the Community Chest plan will spread from the ten major cities, in which fifteen Chests are now operating, to more of the cities and larger towns of average size. There is no doubt that several communities, formerly with individual appeals, will have some form of federation this year.

On the other hand, there are very definite difficulties in the way of taking more agencies, at this time, into existing Chests, and of setting up, in war's emergencies, fully constituted Chests in communities lacking them.

Community Services in October

Under these circumstances, the trends for this autumn seem clear. From October through to early November, with the peak dates likely October the 21st to November the 4th, the major Chests will campaign from coast to coast, and, in community upon community,

local welfare services have indicated their desire to raise their budgets in this same period.

In certain cities, particularly Hamilton and Regina, it appears that the Community Chest will enter into partnership with other community services which have not hitherto been in the Chest, to put on a United Home Front Campaign.

In the Hamilton plan, the Hamilton Community Fund, and the community budgets of the Y.M.C.A., the Y.W.C.A., the Salvation Army, the Navy League and the Boy Scouts, will be raised in one joint campaign.

In yet other communities of smaller size, Citizens' Committees are developing. They are assuming the responsibility of ascertaining what is the giving capacity of their community, and then of drawing up a reasonable budget, allocated to their war contributions and to their continuing community services. They are then raising and distributing this total budget among the differing national and local war appeals and the community service appeals. In some of these cities the proposal is for one Fund and one drive; in others, it is for one Fund with possibly two or three campaigns distributed at different periods in the year, to meet the convenience of contributors.

An End to Isolation

Whatever the detailed procedures by which the results are

brought about, there is no doubt that the burdens which the war imposes, and the necessity of maintaining essential services, demand an end to utter individualism among the voluntary services. We need an unselfish sense of corporate responsibility to the end that those things which are requisite for the wellbeing of the people, as supplementary to public provisions, shall be assured.

We must have cool appraisal of both war and community demands, and the balance must be just between the two in public policy and voluntary effort. It is not necessary in Canada that auxiliary war services be sacrificed to the maintenance of the community services, nor yet that little children and aged and infirm, and those on whom life has laid a heavy hand, should be deprived of essentials to provide war extras. Canada still has a higher standard of living than any country in the world but the United States. As yet Canada's greater war costs are offset, to some degree, by the stimulation of production and export demand for war materials. Canadians are anxious and able to maintain, for some time to come at least, essential public and voluntary services, but their ability to do so depends upon denial of a "first come first serve" philosophy, and instead a well-planned partnership in the organization of programmes and appeals.

C.W.

The Finance and Extension Secretary of the National Council, Y.W.C.A., finds the "pros" more than the "cons" for Chest Membership.

One National Agency and The Chest

ISABEL McELHERAN

FEDERATED financing, in support of social agencies, has come to stay. Experience has proven that:

One campaign is more acceptable to the giving public than a number of small campaigns breaking out like a rash at short and uncertain intervals;

Through the Chest method overlapping and duplication are reduced to a minimum;

The participating agencies, through the close co-operation and consultation which the Chest method makes possible, learn of each other's problems and plans, and this makes for mutual respect and understanding.

Although the methods followed by the Community Chests in raising money have not solved all financial difficulties, they do overcome many of the inefficiencies of the years gone by.

Council and Chest Backgrounds

The functions of the Council of Social Agencies and the Community Chest are indivisible. The first named is a clearing house for the agencies and a resource, a central body with which all voluntary agencies are, or should be, affiliated. This body should be aware of the work of the agencies in relation to the community and to each other

and thus be able to put its finger on new and pressing needs. In order that there be no mushroom growth of new agencies for selfish ends, the Council of Social Agencies should be able to delegate the needs of the community, as these arise, to agencies equipped to handle them—agencies whose traditions, sense of responsibility and efficient machinery have earned for them the respect and confidence of the public.

Before the organization of the first community chest, which was set up in Cleveland in 1913, in the average city the social agencies scrambled, individually, for their money. One month a child-caring agency appealed to the public; next month, perhaps, a Y.M.C.A., then the Auxiliary for the Blind, and so on. In many instances, almost the same group of men and women acted as canvassers, and the success of the campaign depended largely on the efficiency of the different groups of canvassers and the extent to which they had perfected their planning. These two qualities are still of primary importance, but other factors have been discovered which are of equal value, such as year-around interpretation and planning, and the quality of the relationships among the agencies.

to the community, and with the Chest.

Formerly, each agency wanted the "best" month and it was often a case of who could get there first. By the Chest method all share the same dates and benefit by the backdrop of excellent publicity supplied by the Chest. There are no favourites. Cheques may always be earmarked for a particular agency, but this is more often to satisfy a prejudice of the giver rather than to benefit the receiver, as in the end the total amount allocated suffers no appreciable change.

It is curious that the first world war gave the chest its initial impetus. Many cities in the United States started war chests which, in the years of peace that followed, were converted into community chests. The second impetus given to the Chest was the period of depression, beginning in 1929. Co-operative financing bodies increased rapidly, from a total of 39 in the United States in 1920, to 475 in 1938, collecting a total of \$84,000,000 for the agencies in affiliation.

The "Y" in Canadian Chests

In Canada, there are now 15 Chests in 10 cities, collecting nearly \$4,000,000 annually from private funds.

The National Council of the Y.W.C.A. recently received interesting replies to a questionnaire issued to Y.W.C.A.'s in "Chest" cities. In Canada, the nine Y.W.C.A.'s* from Halifax to Victoria,

which participate in Chests for their budget deficiencies received a total of approximately \$122,500 from their respective Chests in 1939. In six instances the amount received was their entire budget deficiency. Where this was not the case, what did the "Y" do? A great deal of worrying, certainly, with possibly conversion into cash of some of their small and carefully-guarded capital, the interest from which helps to make up their budget requirements.

This is one of the most serious aspects of "Y" participation in the Chest, for what *can* a "Y" do but accumulate debts or draw on its capital, if the amount received from the Chest is insufficient to meet the needs of the "Y" and it is not permitted to seek revenue outside of its regular channels? The alternative is to cut its budget and cripple its work. It must be borne in mind that the budgets of agencies in the Chest have a double check—that of the board of the agency and of the budget committee of the Chest. Failure of the Chest to reach its objective has serious repercussions.

All but two Y.W.C.A.'s are allowed an amount for national allocation. National Councils and Boards must look to the local associations, to a certain extent at least, for assistance in balancing the national budget. The national movement of any organization is just as strong as the total strength of its units and, conversely, the local units derive their strength partly from their affiliation with a national body and from the prac-

*Toronto is the only Chest city in which the "Y" is not a participating agency.—Ed.

tical help which they receive from their national council and staff.

Keeping Up Interest in Your Agency

Answering the question—What interpretation methods do you follow to keep your work before the public?—an Eastern Y.W.C.A. says: "Newspaper articles. The Y.W.C.A. works very closely with all the leading local papers and receives excellent co-operation. Folders for the whole programme and dodgers for special occasions are printed each year. These are sent to members and distributed to offices and through our groups. A great many attractive posters appear in the building. Probably the greatest piece of advertising we do is in trying to give satisfaction with what the Association is doing to members of classes and clubs." And they might have added—"and in the community."

"Publicity does not raise the money. Publicity cannot take the place of a sound public relations policy, but can only help to express it . . . A newly-pledged executive of a small chest, formerly a sales promotion director, who remarked: 'As I see it, running the Chest is all a matter of salesmanship', had much to learn . . . A necessary job well done, is still the best source of publicity for social work."*

But that is not enough. The day to commence to plan the year-around interpretation of the work of the Y.W.C.A. or any other

agency, is the day after the campaign. Publicity, although necessary, is just a part of the programme of interpretation. Other methods are the well-planned annual meeting, radio presentation of the work, a movie trailer and the "Come and See" plan. If this is used, something new or "different" must be introduced. In the case of the Y.W.C.A., the occasion of a tea, or a similar gathering, gives an opportunity for representative women to be shown over the building and to see the programme in action. This opportunity is often neglected. It is necessary, however, that the "big" givers to the Chest, both men and women, should know something more about the Y.W.C.A. than that which they may read in the daily papers, and which they probably skip, or that which appears in a pamphlet which, alas, is often cheap printing that looks cheap.

In one city a few weeks previous to the Chest campaign, a tour of all participating agency premises was arranged by the Chest officials. It would seem a better plan for each agency to take the initiative for such a tour. This would make the tour much more personal and informative. Canvassers for the Chest should be among "those present."

All of the Y.W.C.A.'s agree that their opportunities for interpretation would be no greater if they were not in the Chest. Seven were represented on the Board, or on one of the committees of the Chest.

Some Other Chest Relations

The most devoted workers in the Y.W.C.A. help with the Chest cam-

*"Publicity for the Midtown Community Chest"—Community Chests and Councils, Inc., New York.

paign. The nine Associations supplied approximately 250 canvassers. This, while a fairly good number, is small in comparison with the much larger number the various boards would have found it necessary to supply for their individual needs, had they not been in the Chest.

One of the benefits accruing to the Y's, which are in the Chest, is the release for other valuable work of women whose time was previously given, almost entirely, to working on the annual campaign.

In reply to the question "How many statements do you submit to the Chest each year?", it was interesting to note that two Associations submitted only a yearly statement. All the others sent a monthly statement, and the usual annual audited statement as well. In one city an independent audit is made, by the Chest's auditors, of the participating agencies' books. In addition to the regular yearly audit, submitted to the Chest by the agencies' own auditors, the Chest in that city makes a rotating audit of the agencies, so that each agency comes in for a thorough overhauling every few years.

This has its advantages, but disadvantages, too. It makes for very close co-operation. As well, it should have the effect of revealing inadequate salaries and under-staffing in relation to the load of work carried and amount of budget expended. It must always be borne in mind that mere figures do not give a true picture of the work of any organization.

The general comments made by the Y.W.C.A.'s were interesting.

"The Chest made our Board budget conscious. While we have had to cut our pattern according to our cloth, we have had a more business-like conduct of our affairs." And, another, "We have excellent working arrangements with the Chest. They appreciate that we are very careful about drawing up and living up to our budget. They have been very understanding when we have had to approach them re unexpected needs and increase of work."

Payments from the Chest are, in most cases, for maintenance. Capital funds have been included only occasionally. The Chest will have to take a more positive part in this phase of agency financing in the near future. How is an agency to reduce a capital debt contracted before participation in the Chest, if it has to battle all along the way to overcome this perplexing and atrophying situation? Facts must be faced and the situation made easier for the agency. If not, the dual function of the Council of Social Agencies, and the Chest—social planning and adequate support of same—will have fallen short. No agency can do its best work with the heavy millstone of capital, or any other considerable debt for that matter, hanging around its neck.

The "Y" Gives Something, Too

A cordial relationship exists between the Chest and the Y.W.C.A. in all cities and this being so, the Chest officials are to a degree aware of the programme of the Y.W.C.A. and in sympathy with it. Each agency should be free, and usually

is, to follow its own planning without interference from the Chest. What kind of a philosophy of life does the Y.W.C.A. teach? One leader has put it this way—"We believe in all-around living, in the cultivation of body, mind and spirit. We believe in God and we believe in good citizenship. We want to stimulate a girl to take her place in the world, to study her own capacities, to understand how the business world is growing here, contracting there, and to lay out a course of living that will bring opportunities for service and tranquility of spirit."

The Y.W.C.A. is a unifying force and a respecter of different attitudes. Its Boards and committees represent a cross-section of its membership, and the latter, a cross-section of the women of the community. It is one of the few organizations whose sole concern is girls and women, and it claims to be a specialist in this field.

The War and the Chests

Following Canada's declaration of war, the National Council of the Y.W.C.A. offered its services and facilities to the Government, mindful that the regular work of the Y.W.C.A. should not be allowed to disintegrate at the expense of an enlarged programme of war work. Hostess Houses have been established at Borden, Trenton, Petawawa, Valcartier, and other points. These provide a place where families meet, where farewells are said and lodgings arranged for. During the third week in July, alone, more than 7,000 men, with

their families, used the 'Y' services at Borden.

The Community Chest, as now constituted, cannot meet the strain of Y.W.C.A. and of the other war services seeking private funds: this brings us to the important question—what can be done? Are we to revert, in support of war services, to the methods prevalent in so many communities before the advent of the community chest—the selfish and old-fashioned method of every organization for itself? Are we to commence all over again with an educational process to bring both the giving public and the agencies to a point where they recognize the value of group planning and corporate financing? Or, are we going to sit down *now* and consider the needs of all and then make a *combined* effort to secure the necessary funds for their support?

It has been said, and we know it is true, that death is taking toll of old leaders and big givers. Their children do not always inherit their sense of community responsibility along with their fortunes. It is necessary then for Chest officials and those agencies, that find it necessary to increase their incomes for war services, to plan and work together, both for the preservation and support of the work which has been built up over many years, and the claims made by the enlarged programmes necessary as a result of the war.

In peace and in war the community, not the individual effort, is the modern trend in meeting community needs.

The King's Wards from Over the Sea

WHETHER the children of the British Isles will be moved from war's immediate dangers, to Canada and the United States in substantial numbers, is still highly problematical. The extensive movement planned to begin early in July, under the Children's Overseas Reception Board of the United Kingdom, has been deferred due to the difficulties of providing naval escort deemed adequate by His Majesty's Government.

Detailed provisions had been practically completed for a very large scale movement of children for placement throughout Canada, in a complete co-operative plan that did credit to the Dominion and provincial governments, the municipal authorities and the local child-caring agencies. These special provisions will now have to be turned to control of the increasing movement developing under private initiative for the latter threatens graver complications and more serious problems, both for many of the individuals concerned and for Canadian communities, than even the heavy responsibilities of the large-scale public programme, originally contemplated.

Privately Financed Passages

The Dominion Government, in the early spring, waived all but minimum health regulations, to facilitate rapid and direct move-

ment of private individuals, privately financed, to residents in Canada. These provisions were made in respect to cases where there was no question of the transfer of the child's guardianship and no circumstance calling for the control or assistance of the Crown.

This movement had two main currents. First, it contemplated the movement as units of complete residential schools to agreed locations in Canada, under their own management and in direct arrangement, for each school, with the Dominion Immigration authorities. All contracts, including financial arrangements, were to be between the schools concerned in the United Kingdom and in Canada. However, here serious difficulties developed. It had been assumed, apparently, that finances would be available from the parents of the children or from the schools concerned, for partial payment, at least, of fees and maintenance. The exchange regulations of the United Kingdom Government prevented this, with the result that some hundreds of pupils and their teachers arrived at different Canadian schools, with only small supplementary passage allowances available for their maintenance. The schools in Canada found themselves without resources to substitute. Consequently, difficult problems of finding homes and

The British Government must say if, when, and what children shall come to Canada, but the Canadian services are ready for them, now.

maintenance immediately emerged, requiring the Dominion authorities to insist that, if any transfer of children to private homes were involved the schools must clear with the child-caring authorities in the province concerned. Pending more adequate financial and settlement arrangements, this movement is temporarily arrested.

The second type of movement was that of individual children from overseas to relatives or friends in Canada, for whom the latter offered homes for the duration of the war, and whose passage was paid as a matter of ordinary travel. Here, again, the Canadian Immigration authorities facilitated the movement by waiving all but the minimum health restrictions and granting admission on a non-immigrant basis for the duration. Consequently, this was a movement of children as personal visitors, from one family to another, and, as such, a considerable migration has developed, with satisfactory adjustment for the most part, although custody and guardianship arrangements have not in many cases been settled between the families concerned.

This movement, however, has also developed some very serious problems. In the first place, many of the sponsors had assumed that maintenance would be available either from overseas or from special Canadian funds, and, finding that this was not the case, are unable to discharge the obligations they have assumed. In cases where children, alone, are concerned, the Canadian child-caring agencies

have been able to arrange private family homes for a considerable number; the problem of funds for supervision and extras is one that yet remains unsolved for the social agencies concerned.

Mothers and Children

However, in a large number of these cases, the children were accompanied by their mothers, and in a percentage of these the private hospitality, tentatively arranged, has not materialized. The resulting problem is almost insoluble, for, with the exchange regulations tying up all remittances from overseas, mothers and children who have adequate means there have found themselves practically stranded in Canada, and placement of mothers and children in private families is almost impossible. Many of the mothers are not equipped for gainful occupation of a nature adequate for their own and their children's support, and, even if it were possible to arrange public aid, this could hardly be extended on any basis that would not involve a most serious depreciation in the standard of living for those concerned. This latter group is concentrated in two or three of our larger cities, and temporary care is being arranged, through the collaboration of the public authorities and the private family and child caring agencies.

How ultimate adjustment will be effected is not yet certain, and, in these circumstances, a check has also been placed on this movement, unless and until establishment conditions can be assured at this end. Several of the mothers are quite

prepared to return to England to engage in the war effort there, and it may be that, in such cases, arrangements can be made to allow them to do so, with responsible Canadian agencies assuming the placement of their children. The number of suitable homes available for children is comparatively large in both Canada and the United States.

United States Plans

Meanwhile, the United States Committee for the Care of European Children, which has been working in the closest co-operation with Canadian effort, has been completing machinery there along lines similar to those already worked out in Canada for the handling of the mass movement of children from overseas. This will depend very largely upon whether the United States Government can make available American shipping for transport of the children from overseas. The proposal is to send United States boats into the combat area under guarantee of protection from the belligerent nations. The United States Committee would provide the funds for ocean passage and, in collaboration with the United States Children's Bureau, the State Department and the local child-caring agencies would handle the reception, placement and maintenance responsibilities on this side. Should this plan eventuate, it is probable that co-operative arrangements will develop between Canadian and United States effort, to the end that interim reception facilities which might be necessary in Cana-

dian ports, for children destined to the United States, and ocean transport and reception care of children destined to Canada through the United States, will be mutually extended.

National Committee

Meanwhile, for general reference of these various problems concerned, for the reception of voluntary contributions and for general advisory service to the Dominion Government, a National Committee for Overseas Children* has been constituted by the Dominion Government. It will be composed of citizens who have been associated with community interests in child care and protection from coast to coast. Like the United States Committee; it will have a Technical Sub-Committee, representative of the Dominion, of the provinces and of child-caring services, and, like it, one of its responsibilities will be to fill in, from private initiative and resources, those open chinks in the structure, through which so much of the grief and tragedy of the private movement is now flowing.

Mass Migration

Meanwhile, in Canada as in the United States, everything is set for the adequate handling of the mass movement, should it develop. This part of the movement, from beginning to end, would be one of parents or guardians sending children to comparative uncertainty or insecurity on this continent, for they would be sent to homes of friends or relatives without full assurance of economic security or definitely to unknown homes with-

*See p. 18.

out close contacts or the security of kinship. Obviously, therefore, it could proceed only under Government supervision and control.

Guardianship

A major problem has not yet been solved, and that is under what guardianship children in the mass movement would proceed. This is a matter of transcending importance for, especially with the fathers of many of these children on active service, bereavement, orphanhood, the loss of re-establishment possibilities may follow upon these young emigrés, while even the exigencies of daily care will require that full authority in all ordinary matters, and protection in the exercise of it, will have to be vested, without question, in some power capable of its transfer, if indicated. This decision will rest with the British Government, but the suggestion has been made from Canada and the United States that the guardianship of all children, accepted for overseas care, be vested in the Crown, for the duration and as long thereafter as is reasonable (with automatic consummation of full guardianship in failure of all other), and the transfer of that guardianship by the Crown, at will. Guardianship over children brought to Canada would be transferred to the Crown, as represented by the Dominion Minister, and by him to the province of placement, for exercise, thereafter, within and under comparable conditions to those of care of our own children, except in areas and agencies where special agreements might be required.

Nominations

A special problem exists in respect to some of the private movement, and will characterize much of the public movement,—the matter of nominations. These nominations involve both groups and individuals.

GROUPS Universities, professions, service clubs, business houses, fraternal orders, national societies, etc., etc., have been naturally inclined to seek organization of their homes and resources on this side to take children from comparable homes overseas. This would involve a practically unmanageable disorganization of home-finding service and supervision on this side, an almost impossible task in interviewing, cataloguing and routing for the British authorities.

Consequently, the Dominion authorities have requested all such groups to register their homes, individually, directly with the child caring agency in their area, and to communicate directly with their parallel groups abroad, asking the latter to indicate, in some identifying information which the children themselves will carry, their preference for placement in a family here of the given profession, group, etc. Then in the placements in the area indicated, the local services will endeavour to follow this request, *providing a home of that group is available, and apparently suitable for the particular child.*

INDIVIDUALS In the case of an individual friend or relative wanting children, under

the Government scheme, the local agency, in this case, will get all details from the personal applicants here, and all details of the children whom they want from abroad, names, addresses, etc. They will then investigate the home, and, upon approval, send the provincial office the name and address of the home and these details of the children nominated. Meanwhile, the nominators here will be asked to advise the persons concerned in Great Britain to register their (nominators') names, addresses, and Province with the British authorities when registering the children. These children will then be "sorted out" on the boat, routed to the correct province, and centre, and through the local child-caring agency to the nominators.

More Controls Needed

Whether or not the public movement proceeds, if the private movement continues it is contemplated that, from the moment of arrival at the Canadian port, the Dominion Immigration authorities, and the provincial and local child-caring services will take over along the same lines, and under the same control and procedures, as were contemplated for the public movement. Only under some such system of efficiency and responsibility will the lives of these children coming to us from abroad be made happy. It is neither safe nor desirable that any persons or agencies should take over the destiny of a child's life without assurance from some competent body that its governing board realizes that children

do not live by bread alone, that home-finding and child-placing involve more than just a comfortable shelter and sufficiency of food; that these children, especially, must have understanding of their different background, of their loneliness, of the strains they have been through, the uncertainties they face and may long face. Consequently, within local areas, offers of service, and applications for children must be centralized and examined under experienced direction, homes visited, and approved, and then classified as best suited to this or that particular child. The nervous child, the "bumptious" child, the retiring child, these must be kept in mind, and, for their and the foster parents' wellbeing, homes docketted accordingly.

Schooling, accessibility to health facilities, to church, training for ultimate occupation,—all these things must also be considered.

Canada stands ready to receive children from our King overseas, for care in his Dominion here. It is the least that we can do, while the Mother Country fights, to keep the mad beast of aggression and conquest at bay, just the shrinking breadth of the Atlantic Ocean from our shores. As a matter of fact, what we are doing will be clear gain to us.

The necessity of adequate organization to assure safe placement of the King's wards has concentrated attention on the weak areas in our own defences in child-care and protection. In whole areas of Canada, where services have been

lacking, or poor, they are being strengthened and equipped for this task; from that, Canadian children will benefit forever.

We are a young country but, for over a decade now, our birth-rate has been falling too rapidly. Our economic system out of gear, we have resisted adult migration.

Now, faced with loss of man-power through war, we have transferred to our keeping youth of our blood, sinew of our sinew, race of our race, faith of our faiths. Canada will be forever stronger for the courageous young cubs of the lion's brood who come to us today.

—C.W.

NATIONAL ADVISORY COMMITTEE FOR CHILDREN FROM OVERSEAS

ON AUGUST 13th the Honourable T. A. Crerar, Minister of Mines and Resources announced the personnel of the National Advisory Committee for Overseas Children: Dr. R. C. Wallace, Kingston, Chairman; Mayor Stanley Lewis, Ottawa, Deputy Chairman; Mr. Keith Jopson, Representative of the High Commissioner for the United Kingdom, Ottawa; Hon. Cairine Wilson, Ottawa; Mr. Philip Fisher, Montreal; Mr. S. R. Balcom, Halifax; Mr. L. W. Simms, Saint John, N.B.; Mr. E. T. Holman, Summerside, P.E.I.; Mr. Gaston Pratte, Quebec; Mr. W. M. Birks, Montreal; Mr. Samuel Bronfman, Montreal; Mr. Philippe Brais, K.C., Montreal; Mme. Pierre F. Casgrain, Montreal; Mr. W. R. Davies, Kingston; Hon. Iva C. Fallis, Peterborough; Mr. Joseph Pigott, Hamilton; Mr. C. S. MacDonald, Toronto; Mr. J. McClary Gunn, London; Mr. J. Leo Page, Windsor; Mr. Frederick E. Bronson, Ottawa; Mr. K. A. Greene, Ottawa; Mr. Alex Johnston, Ottawa; Mr. Peter Lowe, Winnipeg; Mrs. James A. Richardson, Winnipeg; Mr. Douglas Thom, K.C., Regina; Mrs. D. W. Nielson, M.P., Norbury, Sask.; Mr. W. J. Dick, Edmonton; Mr. Robert A. Brown, Sr., Calgary; Mr. W. L. Woodward, Vancouver; Mr. F. E. Winslow, Victoria.

MONTREAL COUNCIL FOR OVERSEAS CHILDREN

BECAUSE of the peculiar conditions prevailing, all work connected with overseas children for the Montreal District has been centralized in one committee with Wm. Birks, as Chairman, Dr. Grant Fleming as Executive Chairman, and Miss Hazel Bishop as Secretary. Combining the work of the Montreal branch of the National Committee on Refugees, and the work in this field of the four Federations, the Council will develop a centralized service to place and supervise refugee and evacuee children in accordance with accepted standards of established child-caring agencies.

While the primary responsibility for the movement of the children rests with the Dominion and Provincial authorities, Montreal's Co-ordinating Council is being recognized as autonomous within this area by both Dominion and Quebec governments.

Medical relief, state medicine, health insurance may mean the same thing to some people: they are really widely differing devices to cope with an increasingly grave problem—the costs of medical care.

Some Aspects of Medical Relief in Canada

by ALLON PEEBLES, Ph.D.

IN CANADA it has long been the responsibility of local governments to provide medical services for indigent persons. But in the depression of the last few years there has developed a new need for medical care as a part of public relief, and throughout the provinces widely-varying methods have been used to provide relief medical services. At present the Dominion Government does not contribute towards the medical care of relief groups, some provinces appropriate sums for this purpose, but the municipality still remains the unit of organization and the chief source of funds. Dr. Peebles does not attempt to duplicate the excellent general description of medical relief methods to be found in "Health and Unemployment," by Marsh, Fleming and Blackler, but rather discusses the Ontario Medical Relief System and the Winnipeg Medical Relief System, raising certain questions concerning problems of medical relief. The Ontario plan is the only one operating on a provincial basis and covers more people than any other scheme in Canada. The Winnipeg plan is the most comprehensive in types of service provided.

Types of Medical Care

The types of medical care usually provided relief recipients are the services of physicians and actual medicines. Indeed, to the average person the importance of other services appears quite secondary. The need for preventive medical care, dental care, nursing care, eye-glasses, the use of diagnostic aids, is not sufficiently recognized in most medical relief plans. Instead of viewing the needs of the sick person as a unit, requiring a good many different types of service for restoration to health, some public authorities apparently consider that the duty of government is performed when

arrangements have been made for a sick person to consult a doctor and receive the traditional bottle of medicine.

Such a point of view is exemplified in the Medical Relief System of Ontario, which embraces only the services of physicians and medicines. Doctors are paid only for home and office calls and for maternity cases delivered at home. Because the provincial system does not include arrangements for surgery, hospitalization, dentistry, nursing care, eye-glasses and diagnostic aids, it does not follow that these benefits are not available. Undoubtedly if a relief recipient needs an operation he obtains it,

and similarly with hospitalization. As regards other services, it is the impression of the writer that they are not utilized to anything like the extent they should be, if the needs of the patient are to be met. Dental services are inadequate and the same is probably true of X-ray and diagnostic aids. It is also doubtful if preventive medical procedures are sufficiently stressed.

In Winnipeg a different method is used. There the range of medical care for relief patients is more complete than in any other part of Canada. Not merely home and office calls, but hospital calls, surgery, specialist skill and consultations come under the scope of doctors' services. Unlike the most of Canada where dental relief is confined to extractions, here it includes reparative dentistry. Eye-glasses, X-ray and diagnostic services, medicines and hospitalization complete a well-rounded plan of care. No serious gap appears in the Winnipeg Medical Relief System.

Extent of Medical Care

In Ontario the percentage of those on relief who consulted physicians rose from about 13 per cent in 1936 (on a monthly report basis) to over 16 per cent in 1939. The total average number of house and office calls per 1,000 persons also increased from about 1,600 in 1936 to about 2,100 in 1939. In Winnipeg the total number of calls (house, office and hospital) increased from about 1,400 per 1,000 persons in 1935 to about 1,700 in 1939. Vancouver

shows a much higher rate for physicians' calls than either Ontario or Winnipeg, the rate (home and office) being about 2,500 in 1938 and about 3,100 in 1939.

The extent to which drugs and medicines are prescribed is not available, so far as the writer knows, anywhere in Canada. Hospital statistics are limited to Winnipeg; they show an annual rate of from 60 to 132 persons hospitalized per 1,000 persons on relief for the three years for which data are available. The average amount of hospitalization was 1.14 days per year for each person on relief. In Winnipeg, major operations ranged per year from about 15 to 25 per 1,000 persons on relief, while minor operations, including tonsils and adenoids, ranged from 48 to 62 per 1,000 persons. Figures of the extent of X-ray, dental, nursing, hospital and laboratory services are lacking throughout Canada, with the exception of Winnipeg.

Limits of space prevent comment upon these interesting statistics. Suffice it to say that they are a beginning and a most promising beginning in the compilation of necessary facts and figures.

Costs of Medical Care

The only reasonably complete figures for expenditures for relief medical care come from Winnipeg. In that city a total expenditure of approximately eight dollars per year was reported for each person on relief in recent years, but the actual expenditure was greater. Hospitals were paid only \$1.90 per

day for relief patients and their costs were probably at least \$3.00 per day. Other items were excluded—salaries of medical officers of the city, the cost of treatment of infectious diseases in the municipal hospital and the cost of treatment of active venereal diseases.

For the three latest years, Winnipeg physicians received from 40 to about 46 per cent of the total expenditures on medical relief, hospitals from 31 to 35 per cent, while 12 per cent went to the purchase of drugs, with smaller percentages for dentists, optical benefits and the costs of administration. The per capita expenditures upon physicians' services of all kinds ranged from a low of \$2.76 in 1935 to a high of \$3.79 in 1937. Some of the fees used in computing doctors' bills are: house call \$1.50, office call, \$1.00, hospital visit 50 cents, home confinement \$20, hospital confinement \$10 and maximum surgical fee \$35. These fees are roughly one-half of the regular charges.

The annual per capita expenditure under the Ontario Medical Relief System is \$4.20 per year. Of this total, 72 cents are spent upon drugs, excluding household remedies. The balance, \$3.48, is paid to physicians and also covers the cost of administration by the Ontario Medical Association. The expenditures for all services were of course much greater than \$4.20 per person per year. Additions would have to be made for hospital care, dentistry, eyeglasses, laboratory work, visiting nursing and house-

hold remedies. Unfortunately such data are not available. As a means of distributing the funds available for the payment of physicians, the Ontario Medical Association applied its regular tariff, namely, \$2.00 for an office call, \$3.00 for a house call, and \$25 for a normal confinement, with additional allowances for mileage. There was not sufficient money to pay the above fees in full, but the records show the following percentages paid in relation to total accounts as taxed and approved: first year, 45 per cent; second year, 38 per cent; third year, 52 per cent; fourth year, 49 per cent.

Comment

It is clear that our citizens on relief do not receive adequate medical services throughout the Dominion. So often does one find in discussions of medical economics the comfortable saying that the poor and the rich are well cared for, that it is time it was challenged, at least as far as the poor are concerned.

Let us be quite clear as to what is meant by adequate medical services. This is not assured by the services of a physician and a bottle of medicine when needed. That is a concept of adequacy that is at least 40 years behind the times. Rather, what is meant by adequate medical services is the full use of all the scientific skills and knowledge that comprise the field of medical technology—not merely the services of physicians and surgeons, but hospitals, dentists, nurses, laboratories, pharmacists

and any other ancillary agents. Judged by this standard those on relief receive inadequate medical care and there is no doubt about it.

How can this statement be made in face of the admitted lack of comprehensive statistics? Valuable as they are, statistics are not the only guide to truth. The social agencies know, from their experience, that needs are not being met. Apart from this, the description of the services available under different medical relief systems furnishes sufficient evidence—for example, the restrictions that hem in the granting of dental and optical care. The evidence of inadequacy is so clear, that those who question it must assume the responsibility of proving that complete and modern medical care is being extended to our relief population.

Can the various governmental bodies afford the necessary expenditures to give complete service or must there be a distinction between the types and extent of medical care for those who pay and for those who are indigent? To judge from present expenditures, the governments responsible have not sufficient funds to pay for a well-rounded plan. By and large they have expended only enough to care for the most pressing needs—those which if neglected would have occasioned sharp protest. If the same expenditures as were made in Winnipeg applied all across the Dominion (and these expenditures were inadequate), over the past four years Canada would have

spent from \$5,600,000 to over \$9,000,000 annually for relief medical services alone. Can we afford this large expenditure or must we frankly admit that we cannot?

Under what type of organization can relief medical services be best provided? What is the most satisfactory method of paying physicians, dentists, hospitals and others who provide services? What standards of payment should be followed? Obviously these questions strike at the very root not only of the problem of relief medical services but of medical services generally. Clearly they cannot be answered within the brief space of this paper.

Two statements can properly be made—the welfare of the people comes first and no vested interests of any professional group should be permitted to interfere with the most satisfactory solution. The experiments of the past few years, mostly under medical leadership, and the collection of valuable statistics mark a distinct step forward. Virtual control of medical relief systems has been given to the medical profession—an interesting innovation in public finance and administration in Canada worth far more attention than has yet been directed towards it. It never seems to have been observed that this is actually guild socialism.

Public officials have a responsibility to study these questions in order to establish sound principles of organization and to insure that the taxpayer receives the best value for money expended.

More about "The Hard Core"

Winnipeg's able alderman, and Chairman of the Civic Public Welfare Committee, makes a valuable contribution to the discussion of how unemployed are the unemployed.

MARGARET McWILLIAMS

THE ARTICLES in the June-July *Welfare* by the Director of Montreal's Protestant Employment Bureau and the President of the Trades and Labour Council, together with the pertinent comments by the Editor, have been read with much interest in the Public Welfare Department in Winnipeg. Here this question of aid has been much discussed. Realistic views presented to the Goldenberg Commission, and accepted by them as probable, placed the hard core of the Winnipeg lists as somewhere around 2,500 families. Little but wishful thinking has been offered in contradiction of this view. The new discussion, showing a general interest, came just at the moment when Winnipeg was making a fresh examination of those now receiving aid in an endeavour to discover just what our possible pool of effective labour is. Such figures as we have now available are offered for what light they may throw on the question of a hard core of unemployment. (The figures are all based on the family relief division).

There appear to be two questions discussed — not with altogether clear separation—in Mr. Clarke's article. I. Is the group of those receiving public aid a static one? II. Is there a hard core of unemployment? To both of these

questions Mr. Clarke gives a negative answer, but it is notable that his arguments and examples relate to the first question.

Clearly in Winnipeg the unemployed group is a fluctuating group. Each year it reached its peak in the spring; its low point in the early autumn. Thus, in March, 1939, there were 6,001 families on relief but by October 21st there were only 3,466.

The same thing has happened every year and is happening this year. As of the first of January, 1940, there were on the rolls 4,327 families. As of the fifteenth of June there were only 3,378. In more general terms, it can be pointed out that at the high point of unemployment in 1933, 18% of the population of Winnipeg were receiving public aid. As of the fifteenth of June, 1940, this group comprised only 10%. As each year there were many new registrations, it is clear that this difference in numbers was not simply a withdrawal and return of the same individuals. Hence the fact that the group is not static may, so far as Winnipeg is concerned, be accepted as proven.

The real question is how much of the 10% of the population now on relief is included in the 18%

receiving aid at the high point.

On this we have the following figures. On the fifteenth of June, last, there were on relief 3,481 married men with their dependents. Out of these:

2,945	were on relief in 1937
2,735	were on relief in 1936
2,499	were on relief in 1935
2,299	were on relief in 1934
2,098	were on relief in 1933
1,720	were on relief in 1932
1,187	were on relief in 1931
697	were on relief in 1930
410	before 1930

Not all these men have been on relief steadily. It would take a detailed examination of individual files to discover just what degree of continuity there has been. It is a matter of judgment, too, as to how long a period a man must be dependent on relief before he becomes part of the "hard core." The figures given above make clear, however, that out of 3,481 families, 2,945 have been turning to relief in periods of crises for from $2\frac{1}{2}$ to 3 years; 2,499 from $4\frac{1}{2}$ to 5 years; and 2,098 from the height of depression in 1933 to 1940.

*How Many 'Recurrents' are
'Incurables'?*

Our problem then is to discover how many of the men who have been returning time and again to the relief rolls constitute this hard core. If we are to accept Mr. Tom Moore's judgment, "that the core consists of those unable to attain self-support by gainful occupation through each successive year," the number is undoubtedly large. The problem of seasonal unemployment enters in here. But since by June

the fifteenth the larger number of regular seasonal workers are at work, it can be taken for granted that in the present figure of 3,481 families there are few seasonal labourers.

One hesitates to differ from any opinion expressed by Mr. Moore on any matter in relation to labour problems. But the Public Welfare Department of Winnipeg would like to use a narrower definition which it has not yet satisfactorily formulated. It will be a definition based primarily on the man's unwillingness to work or his indifference to the obligation of doing everything within his power to be self-supporting to the highest degree which available work makes possible.

It is a matter of judgment also as to how long a man must have been accepting relief to become "relief-minded"—or definitely indifferent about working. If that period, for discussion purposes, be put at five years, then Winnipeg has somewhere around 2,500 married men who are possibly in this category.

It should be stated here that in Winnipeg there is a sharp division between those who are not employable and those who are—the Manitoba Government having insisted on this from the beginning of the present relief system. All persons on unemployment relief rolls are re-registered by the provincial authorities each year, any doubtful cases being referred to an independent board.

In the figures given above there are 410 families now on the lists who were receiving aid prior to

1930. This is over 12% of the roll as at June the fifteenth and is certainly an element little likely to return to employment and well within the hard core.

A large proportion of the other 2,000 odd will have done some work. Those most familiar with the files, however, believe that in the majority of cases the recurring work periods are brief. In the light of eighteen months' duty as Chairman of the Committee of Public Welfare, this judgment seems to me well-founded.

Some Light in Darkness

Certain figures already secured in the survey now being made, as to the present situation, throw some light, by inference, on the questions under discussion.

First, as to the fluctuating condition of the group. Since the first of January, 1940, the number of unskilled labourers has declined 31%—20% of this decline having occurred in the month from May the fifteenth to June the fifteenth, 1940. This rate of decline is over double that of last year. The mercantile and office workers—especially salesmen—have declined 25%, again more than double the rate of last year.

Of all the categories that of auto mechanics has shown the greatest decline, the list of 104 having shrunk to 42.

The manufacturing and construction categories are declining at a much slower rate. This is in part accounted for by the fact that conditions in these industries began to improve a year ago and have

kept more men employed through the entire year.

The general decline in relief rolls in Winnipeg on June the fifteenth of this year over the same date last year is 22.3%.

Certain other figures throw some light on the hard core problem. On the first of January last there were 225 men classed as carpenters. By the fifteenth of June the group had declined to 172. A careful examination of the total group, man by man, revealed that only 75 were "skilled" carpenters. The other 97 are described as "rough" carpenters. The question may be asked, are these 97 the hard core of this category? So with painters: the list of January the first showed 146: the number now is 108. But of these only 45% are skilled painters. The same question may be asked about this group. A demand for linemen came recently. Six were found to be on relief—none could meet the requirements. Age and length of employment were large factors. Does this mean a hard core or a need for reconditioning?

A Man-by-Man Rebuilding

One vital question remains. Can anything be done to reduce this more or less hard core of unemployment relief? The hope has been for so long that industrial movements would cure unemployment en masse—or in large units. The Winnipeg Public Welfare Committee believes that something worth while can be done by treating the problem man by man. About a year and a half ago a small rehabilitation department was set up

in charge of one man who proved to be specially adapted to this work. The object was to interest employers in keeping down the relief rolls and to find all the openings possible for men on relief—by taking them to the employers who needed the work they could offer. This experiment has proved increasingly successful. The attitude of many of the firms employing large numbers has changed completely. They are now interested in co-operating with the department—to help men to get off relief—and better still to remain in the ranks of the employed.

There is thus a different attitude to the Public Welfare Department, as well as to the people under its care. Most of the time in the first year went in laying the ground—selling the idea of co-operation. Even so the year showed an average placement of eight men a

month. The department has now been increased to three men. The placements for May were 129—for the two previous months 77 and 36. This work of finding men jobs is also shared by the welfare visitors, several of whom have shown much enterprise in getting men back to work. Financially this experiment has benefitted chiefly the Federal and Provincial Governments, but in so far as it has meant the restoration of Winnipeg citizens to normal self-supporting bases, its value is far beyond any financial saving.

Finally, for any bearing it may be considered to have, it may be recorded that of the 3,481 families on relief, 1,782 are of European origin and 1,699 of British stock. The percentage of the group of European origin has risen, since the first of the year, from 46.9% to 51.1%.

Vancouver's capable relief administrator describes the co-ordinated attack being launched on the accumulated dependency load in Greater Vancouver.

Breaking the Core

WITH A declining relief roll, due to enlistments and a limited improvement in the employment field as a result of war work, the City of Vancouver has launched an experiment based on the principle of intensive case work, to determine the factors contributing to the formation of the group commonly known as the "hard core" of the relief problem, among those remaining on public assistance. This project is being carried out jointly by the Unem-

W. R. BONE

ployment Relief Branch, Provincial Department of Labour, and the Civic Social Service Department.

Known as Unit South, the experiment began on May 1st and covered one thousand cases of all categories in receipt of assistance from the civic department. The unit is housed in the area in which these cases are located and, with the exception of the accounting aspect, is a self-contained opera-

tion. The thousand cases are divided into ten case loads, the visitors in question being experienced workers chosen from the provincial and civic departments.

Since 1930, and more particularly since 1936, the civic department, which, throughout the depression years, administered assistance to both employable and unemployable applicants, has utilized the case load method in the latter category. Unemployment relief cases were dealt with en masse. This policy, based on the assumption that the only problem faced by the applicant and his dependents was lack of employment, was dictated primarily by the pressure occasioned by a steady flow of new applicants, administration having to concern itself chiefly with seeing that no legitimate request for assistance was rejected and, at the same time, that exploitation by the unscrupulous was prevented.

It is now generally recognized that while unemployment may have been the most obvious reason for the individual's request for public assistance, other equally important problems were involved in many cases, and that domestic maladjustment, sickness of some member of the family group, general instability or actual indifference of the breadwinner were factors which must engage the attention of the public department if the case were to be solved.

A decade of public assistance also has brought a new generation to maturity from the ranks of dependents of relief recipients. While many of these have, through their own

endeavours or through the facilities of governmental training courses, fitted themselves for a niche in the employment field, others have become "bogged down" and have reconciled themselves to the low-scale social security of public maintenance.

A third type is the skilled worker who, as a result of years of inactivity, has lost heart and while others are securing employment in his normal line of occupation, refuses to make any efforts to become self-supporting.

The Purpose of the Drive

These are three of the aspects of the relief problem which will receive special attention of the workers in the South Unit. Briefly, the experiment is aimed at determining whether, by concentrated administration, with its attendant higher costs, the morale of these types of cases can be raised, either by guidance or by pressure, to remove them from public dependency.

There is, however, a further objective set—that of closer co-operation with the Metropolitan Health Services, the public health administration of the city, which already operates on a unit basis. It is an extension of the recognized fact that health is frequently one of the major contributing factors to indigency, and in the Vancouver South Unit, both public departments are housed in the same building with a nutritionist's services jointly available. The exchange of information by direct contact between the district worker

and the district nurse is thus made possible without the former necessity of inter-departmental memoranda and possible misunderstanding of the objectives of the other public department.

As the project develops it is hoped that representatives of the private agencies serving the area will also be provided for in the same building, thereby forging another link in the co-ordination of public services in the community programme.

The personnel manning the Social Service Department Unit has been

drawn both from the lay and the professionally trained workers in the main office, the Unit supervisor being one of the former, having as his assistant a trained welfare worker on loan from the Provincial Welfare Services.

With the unit in operation two and a half months, the case load stands, as at July 15th, at eight hundred, with further substantial reduction in the immediate offing, due to provincial regulations ruling certain age categories ineligible for assistance.

A story of remarkable progress and adaptation in Canada's oldest self governing province. Now one of the greatest centres of war effort.

From Poor Law to Child Protection

JANE WISDOM

IT is heartening, in these times of disheartening comment upon the slow progress of democratic communities, to hear a reassuring voice from the old Canadian East. The story is one of growth and development, in less than a generation, of modern standards of child care and protection within the very shadow of the English Poor Law, which since 1763 has formed the basis of public provision for "the poor" in the provincial townships of Nova Scotia.

There is much of interest in the particular historical incidents of the 18th century colonial settlement of this part of Canada, and students of social conditions recognize the background provided in contrast with certain other sections of the country. Without over-

emphasizing this aspect of the subject one may say in passing that it is perhaps a shock to one's preconception of a self-reliant, thrifty young country such as later emerged, to find that the building of a hospital in 1750 was followed, almost immediately, in 1752 by the founding of an *Orphanage*, and in 1759, of a *Workhouse*!

These institutions were implanted, or one might say transplanted, directly from the Mother Country by those responsible for the colony as an answer to some perplexing conditions which arose in the process of settlement. One reads with amazement, unless fortified with a keen historical sense, an official description of the *Workhouse* at Halifax as a place of confinement

for "all disorderly and idle persons . . . common drunkards, persons of lewd behaviour, vagabonds . . . stubborn servants and children." Records do show, however, that prior to the establishment of a Workhouse for the colony, the need for some special care of certain children was felt, apart from the idea of "correction" and children were placed at public expense in private homes. This method,—haphazard as it must have been—appears to have resulted in serious abuses which led to the founding of an Orphanage at Halifax, which, like the Workhouse, was the direct financial responsibility of the Imperial Government through the Lords of Trade who, for the time being were the Lords of Destiny for the young colony. It is officially recorded that between 1752 and 1761 as many as 275 children received care in the Orphanage for reasons, also recorded, which were incidental to the peculiar conditions of settlement in and about Halifax.

As the system of provincial government developed and the population became more generally distributed, the Imperial Government withdrew its grants for charitable purposes and the province soon found it necessary to adopt a regular system for distributing the burdens of poor relief among the settled communities or townships. Naturally enough, the pattern followed was that with which the responsible public authorities were most familiar themselves. So it was that the Act of 1763 proved to be a very good reproduction of the

Elizabethan Poor Law of England, while subsequent legislation attempted to solve the vexed question of settlement (and how it still vexes more than Nova Scotia the Rowell-Sirois Report will bear witness!) and penalized idleness and begging after the same English pattern.

As years went by, with increasing prosperity, less need seems apparent. Certainly the local poor districts under the "Poor Law" came to rely more and more upon their "county home" or "almshouse" for any need which seemed to call for shelter care—a tendency which has persisted to the present time, although undoubtedly, in the interval, community standards and public health measures have brought about improvement in material conditions among most of these institutions. It must be noted, however, that children continued as a general practice to form part of this mixed institutional population. Other leaven was at work nevertheless.

In the Twentieth Century

Time passed, and the social conscience at work in the democratic communities of the new and the old world began to affect conditions of child life in the Canadian East; particularly for dependent and neglected children a new page of history was turning and the outward and visible sign appeared in Nova Scotia in the "Children's Protection Act" of 1906. Juvenile Courts were thus provided for, implementing the Juvenile Delinquents Act of Canada and other

developments followed, culminating in the appointment of a Provincial Superintendent of Dependent and Neglected Children—Ernest H. Blois—in 1912.

Since that date, 1912, public responsibility for the child in need of care has become an active principle in Nova Scotia's development. Throughout there has been a keen appreciation of the close collaboration desirable with the public health services as well as with the private agency services throughout the Province.

The highlights of a quarter century's growth* reveal that where, in 1912, no Children's Aid Societies existed, today there are fourteen such voluntary agencies throughout the province, employing twelve full time and six part-time workers. (The Provincial Director acts as a C.A.S. for any unorganized district in case of need).

Up to 1912, the Provincial Treasury paid nothing towards the support of neglected and dependent children; it contributed, last year, \$73,766.75 supplementing on a per capita per diem basis, \$110,650.42, the proportion of maintenance for children under care paid by the municipalities.

Where it was no uncommon thing to find children in County Homes and Almshouses prior to 1912, it is now illegal to keep a child in such institutions, except in case of emergency for a period not exceeding two weeks.

Legislation studied and recommended in 1910 became a reality in 1930 and last year 3640 depend-

ent children of 1291 widowed mothers were beneficiaries of the Province to the extent of \$424,615, under the Mothers' Allowance Act also administered by the Director of Child Welfare.

Care of Mentally Deficient Children

Where no provision was formerly made, a qualified Provincial Psychiatrist with an assistant psychologist now covers a wide field of service with the Child Welfare Division. A Nova Scotia Training School accommodates 150 children who are receiving special care and vocational training in a well equipped residential school—this, in addition to special classes in a number of Public Schools.

Public Health

Development of Public Health and Nursing Services has made notable strides, and these are accepted by the public as a natural part of the general welfare programme.

Custodial Care of Children

Quoting the Director: "The material condition of the institutions caring for children has been greatly improved. Several have been completely rebuilt and are now modern in all respects. Today, however, what is more important, the care, particularly the attention given to health, has become a major consideration. Institutions are no longer regarded as permanent homes for children, but rather as hospitals and clearing houses where temporary care is provided in order to prepare the child for placement in a normal home. *The great majority of dependent and*

*Twenty-seventh annual report, Director of Child Welfare for Nova Scotia.

neglected children are now being boarded in private homes under the supervision and control of the local Children's Aid Societies."

The Director comments on the noticeable changes that have taken place both as to physical surroundings and social treatment and training of delinquents. The Maritime Home for Girls at Truro, which did not exist in 1912, is cited as "one of the most modern and best equipped on the continent." The increased scope of the work of the Monastery of the Good Shepherd, the rebuilding of St. Patrick's Home (reform school), and the improved plant and new building planned for the Halifax Industrial School (for boys) are also milestones.

All these changes and improvements in social method would be almost meaningless unless accompanied by a marked development

in the social consciousness of the general public. In Nova Scotia there is evidently the necessary growth of public opinion to promote and support a high standard in child care services. Inevitably it means increasing costs of maintenance in child care and increased need of trained and qualified staff personnel. The interesting point is raised by the Director of "the larger unit" as a possible further departure from the Elizabethan local poor district, in view of the difficulties met by the Children's Aid Societies in financing through the poor levy in many very "poor" districts, as well as the limited service which can be introduced in some such sections of the Province. The time would seem opportune for study of some such possibility in view of the recent recommendation under consideration by the Department of Education of Nova Scotia for the "larger school unit"—and for much the same reason.

The Secretary of the Canadian Council for Crippled Children outlines a problem that must not be set aside even for war.

Conservation of Life— The Crippled Child

R. W. HOPPER

IT WAS democracy's glory, that, at Dunkerque, the fit and hearty stood in ranks beneath the hail of deadly fire that the wounded and broken might be carried to the rescue ships. That is symbolic of the call to citizens in Canada to-day—the weak and helpless must not be ignored or forgotten while we concentrate on our war effort. That very effort will cost us so that all our human resources must be salvaged against the day of rebuilding. Our crippled children must not be left under handicaps that we can remove.

Wherever intensive area surveys have been made, at least two crippled children have been discovered for each one thousand per-

sons in the general population. If this holds constant across Canada, the Dominion probably has 24,000 crippled children, from infancy to eighteen years of age, and involving all types of orthopaedic cases. In no province is there anything approaching a complete tabulation of these children, discovery being largely left to individual initiative. Expert care is given to cases which do turn up, casually, at hospital clinics and to those reported to responsible organizations, but generally speaking, it would be fair to say that many of the most needy cases either do not come to light or appear too late to benefit from treatment.

Diagnosis

Diagnostic facilities include thirty hospitals, located in six provinces of the Dominion, where orthopaedic outpatients can be examined regularly by qualified surgeons. In Prince Edward Island, New Brunswick, Nova Scotia and Ontario, in addition to central hospitals, special annual orthopaedic clinics are held in several districts. In Alberta the travelling health clinic watches for orthopaedic cases in its visits to outlying districts. In 1936 a surgeon was sent throughout the province of Manitoba to assess the amount of crippling resulting from the poliomyelitis epidemic of 1937.

Treatment

Canada may well be proud of her record in remedial treatment of crippled children. Many of her distinguished surgeons have devised methods of treatment and secured results which have found favour beyond her boundaries. Their ser-

vices have been given voluntarily to hospitals and to clinics traveling in outlying districts.

There are 65 specialists in Canada who devote all or part of their time to orthopaedic surgery. Their records show 2,444 patients examined at outpatient clinics and 1,552 receiving hospital treatment last year.

Patients are never deprived of hospital care if unable to pay. Generally funds are supplied by the municipality and the province, but voluntary agencies, such as the Junior Red Cross, the Shriners and the Service Clubs also assume a considerable share of such costs.

Appliances

Complete information concerning the special shoes, braces, and artificial limbs, made in five hospital and numerous other shops throughout the Dominion, is not available. However, 341 appliances at a cost of \$4,603.00 were supplied in one year in the Province of Quebec, whilst 1,791 were supplied at a cost of \$19,372.00 in the Province of Ontario. Those parents who were able, arranged to repay all or part of this expense.

Transportation

Good hospitals, skilled surgeons and efficient nurses will not help the crippled child, sometimes five hundred miles away, who is unable to reach them. Voluntary agencies in most provinces, within the limits of their resources, arrange for and pay railway fares, and service club members provide free motor transportation. Too often however, it is evident that needy parents must

get the child to hospital as best they can.

Convalescent Care and Camps

Convalescent care has received some attention in the larger cities. In two provinces, selected boarding homes are sometimes used; only one province reports any special convalescent homes. Summer camps, especially designed for cripples, are reported in three provinces.

Education and Placement

Correspondence courses are provided in four provinces, while twenty-one teachers conduct special classes in Canadian hospitals. Five larger cities have special classes, to and from which transportation is provided.

In Prince Edward Island the Junior Red Cross has arranged for correspondence courses and visiting teachers. In Quebec there are two special schools in Montreal and classes in three hospitals. In Ontario there are nineteen teachers, fully employed, and sixty visiting, after school hours, the crippled children who are confined to their homes. The Poliomyelitis Sufferers' Act, 1938, provides for some educational assistance in Alberta.

Saskatchewan is the only province reporting no special services of this nature.

Despite the great need for vocational training for crippled children, seven provinces report no provisions; one states that it is beginning to provide it; one province, because of the small number of cripples, does not consider this a problem. Between 1938 and 1939

forty patients in Alberta received vocational training under the provisions of the Poliomyelitis Sufferers' Act.

There is record of only one service in Canada concentrating on employment for cripples. This is the Occupational Therapy Centre in Montreal which has a special employment division for handicapped people.

Prevention

The controllable causes of deformity are being steadily beaten back as the incidence and mortality of tuberculosis and the severe deformities of rickets are disappearing. Traffic accidents, too, are slowly but surely giving way before educational campaigns.

The uncontrollable factors, principally infantile paralysis and congenital deformity, continue to present problems which science has been unable to solve.

Increased interest in public and personal hygiene is having some result in the prevention and care of deformities, associated with nutrition, neglect of child hygiene, tuberculosis, cancer, poor dentition, general sanitation and non-pasteurization of milk, etc.

Planning and Co-ordination

The Canadian Council for Crippled Children believes that help and care should be available to crippled children living anywhere in Canada, and, consequently, is working toward a levelling up of the extreme variations in services among the provinces.

At present only the five eastern provinces have central organiza-

tions which accept responsibility for promoting this work. However, all but two provinces have some agency to which a crippled child may be reported with reasonable assurance of being followed up.

Most Urgent Needs

An inquiry as to the most urgent needs, in all nine provinces, for more effective handling of these problems listed these in order as: more money; an active campaign of prevention; better arrangements for discovery; greater government participation in programme; more co-ordination of effort; better arrangements for education of crippled children; more hospital beds; more lay interest in location and treatment facilities; better arrangements for vocational training, for diagnosis, and for general planning; more opportunities for employment; better hospital equipment

and better arrangements for hospital costs; more convalescent care; better follow-up and better arrangements for transportation.

Canadian Council on Crippled Children

This Council, recently formed, comprises representatives of the Canadian Red Cross Society (Junior Red Cross), and the Ontario and Quebec Societies for Crippled Children.

Its purpose is the prevention of crippling so far as this is possible, and the general welfare of all cripples. It plans to foster more complete organization of the work in each province, recognizing those provincial agencies already engaged in this work, and promoting provincial branches or societies only where there is no danger of competition with any existing competent organizations.

Nos lecteurs goûteront cette habile synthèse du directeur du Conseil des Oeuvres de Montréal.

Suite de juillet

La Protection et le Soins de l'Enfance au Québec II

LE XX^e siècle nous réserve un mouvement initial très important, avant-coureur d'autres initiatives intéressantes. En effet, jusqu'ici la bienfaisance, dans le domaine de l'enfance, peut donner l'impression d'avoir été le monopole à peu près absolu de communautés religieuses. Ce monopole ne fut jamais recherché, mais plutôt imposé par les circonstances. Si les gouvernants ne se désinté-

ABBÉ L. DESMARAIS

ressèrent jamais de l'enfant sans soutien, ils en abandonnèrent volontiers le soin aux groupements qui s'y étaient consacrés par vocation. Les besoins grandissent: la Grande Guerre, la population qui s'urbanise rapidement, font que la charité privée ne peut plus suffire: va-t-on faillir à la tâche? Lourde question que l'homme public voit

se dresser devant lui, sans que la réponse soit évidente. Il faut faire quelque chose: d'abord aider la misère, ensuite, ne pas détruire, mais consolider ce que le temps a bâti et menace de ruiner. De ces deux préoccupations est née la "Loi établissant le Service de l'Assistance Publique".¹ Cette loi ne marque pas seulement l'entrée des pouvoirs publics dans l'histoire de l'aide à l'enfance misérable dans la province de Québec: elle est un exemple de la collaboration qui peut exister entre le pouvoir civil et le pouvoir religieux, quand d'un côté comme de l'autre, on tient à s'entendre.

D'après cette loi, chaque institution qui veut recevoir des derniers publics doit être approuvée,² fournir tous les renseignements requis et accepter l'inspection périodique par des représentants du gouvernement,³ mais elle conserve son autonomie, qui est sauvegardée de même que les droits de l'autorité religieuse.⁴ Comme cette loi est de suprême importance (presque tous les enfants désavantagés de la Province en sont bénéficiaires), nous allons en parler plus longuement.

La loi autorise deux sortes d'octrois: l'un est sous forme de garantie et permet d'emprunter à bon compte, puisque le gouvernement se porte garant de l'emprunt. En retour, l'argent doit

être employé de la manière dont le décide l'autorité publique, de concert avec les personnes responsables de la régie interne. Les derniers chiffres rendus publics sont ceux de l'année 1935-36, et ils indiquent que le gouvernement avait garanti, à date, la somme de \$18,068,400.

La seconde sorte d'octroi est sur la base "per capita per diem". Quand quelqu'un veut placer un enfant dans une institution, il doit s'adresser au représentant local de l'Assistance, qui fera enquête et décidera si oui ou non il y a raison d'employer les deniers du public. Les parents ou tuteurs sont libres de choisir l'endroit, et les autorités de l'institution peuvent acquiescer ou refuser. Pour fins pratiques, on a divisé les institutions en plusieurs catégories suivant l'âge des enfants qu'on y reçoit, ou d'après les soins requis. Chaque catégorie appelle un octroi déterminé, allant de \$0.12 par jour dans une garderie, jusqu'à \$1.05 pour les cas d'hospitalisation d'enfants malades. Durant l'année 1937-1938, la Province a ainsi payé \$1,087,474.67 pour les enfants confiés aux institutions. Cela cependant ne représente qu'un tiers du coût, à peu près, car la loi a prévu la responsabilité locale et le devoir de la communauté ou du groupe qui dirige l'institution. C'est ainsi que le gouvernement provincial paye un tiers, la municipalité un tiers, et l'institution un tiers. Il faut cependant noter que les deux premiers ont le pouvoir de taxer, tandis que l'institution doit pré-

(1) S.R.Q., 1925, Chapitre 189, (II Geo. V, c. 79, s. 1).

(2) S.R.Q., 1925, Chapitre 189, sec. III, 7. (II Geo. V, c. 79, s. 7).

(3) S.R.Q., 1925, Chapitre 189, sec. III, 12. (II Geo. V, s. 79, s. 12).

(4) S.R.Q., 1925, Chapitre 189, sec. III, 20. (II Geo. V, c. 79, s. 18a).

lever sa part en faisant appel à la charité privée.

Certaines institutions, au commencement, ont hésité à se prévaloir de la loi, pour des raisons bien compréhensibles, mais aujourd'hui, à peu près toutes sont reconnues et approuvées comme institutions d'assistance publique. Nous ne voulons pas pour le moment donner d'appréciation sur cette loi, mais le public semble en être satisfait.

Assistance de la Famille

Les toutes dernières années marquent un autre pas en avant, puisque l'on semble admettre dans la pratique ce que les auxiliaires sociaux ont depuis longtemps érigé en principe: "il ne faut jamais séparer l'enfant de son milieu pour seules raisons de pauvreté". La loi des mères nécessiteuses, entre autres, mérite d'attirer notre attention, de même que les diverses lois d'assistance de la famille sans travail. Nous parlerons aussi en passant de la loi d'adoption qui, sans être un modèle du genre, mérite notre attention.

Au cours de l'année 1937, on commença à parler, dans les milieux politiques, de la nécessité de pourvoir aux enfants mineurs dont le père était décédé sans laisser de ressources. Les diverses modalités de la loi furent lentement élaborées, de sorte que, à l'automne de 1938, la loi entra en opération. D'après celle-ci, la mère d'enfants légitimes dont le père est mort ou interné dans une institution d'aliénés est éligible, si elle a au moins deux enfants en dessous

de seize ans qui demeurent avec elle: dans ce cas, elle recevra \$40. par mois. Le maximum qu'une mère peut recevoir est \$60. mensuellement.

Placement et l'adoption

Nous ne dirons qu'un mot de deux autres mouvements qui contribuent à laisser l'enfant dans le milieu familial, ou à l'y placer: il s'agit du placement familial et de l'adoption légale. Ces dernières années, le gouvernement provincial a pris l'initiative de sortir de leur famille les enfants sains dont les parents souffrent de tuberculose, et de placer ces enfants à la campagne, dans des familles de cultivateurs. Le mouvement n'a pas encore pris une très grande ampleur, mais il a des bureaux dans les principales villes de la province, et promet de s'étendre rapidement. Quant à l'adoption, elle jouit d'un essor sans précédent depuis un peu plus de deux ans, quand la Société d'Adoption et de Protection de l'Enfance a été constituée. Cette société s'occupe de trouver des foyers pour les enfants des crèches, puisqu'il est illégal de donner en adoption un enfant dont les parents sont vivants et connus. A date, on a fait environ un millier d'adoptions, et le chiffre va sans cesse croissant. Le travail de cette société est financé par le gouvernement provincial, qui verse à la société l'équivalent de trois mois d'assistance publique, soit ordinairement \$32.80 pour chaque enfant placé définitivement dans une famille. Ce travail se fait sous la

direction d'un prêtre-directeur, aidé d'un personnel composé de religieuses et de laïques.

* * *

Comme on peut le juger par ce résumé succinct et forcément incomplet, la province de Québec présente un spectacle unique dans le domaine de la protection de l'enfance. La première lacune est, sans aucun doute, l'absence à peu près totale d'assistantes sociales professionnelles dans toutes ces organisations. Il est vrai qu'on y dispose d'un fonds d'expérience non négligeable, mais faut-il admettre que cela nous dispense complètement de connaissances techniques? Le passé peut être garant de l'avenir, mais les circonstances changent rapidement, et le progrès va vite. Il faut espérer que, dans un avenir prochain, nos services publics d'assistance, tout comme nos multiples oeuvres privées, décideront de s'organiser sur une base plus solide qui tiendra compte des découvertes récentes dans le domaine de l'enfance.

Il ne faudrait pas pour autant conclure que l'on utilise les services du premier venu pour avoir soin du petit désavantagé: tout au contraire. Ordinairement, on a eu recours jusqu'ici aux lumières de l'infirmière graduée, parce que c'est probablement la personne la plus compétente pour s'acquitter de ce devoir. Il ne faudrait pas oublier non plus toute l'armée de bénévoles qui a accompli des mer-

veilles, étant données les ressources fort minimes, dans la plupart des cas.

Une seconde lacune, c'est l'absence de ce que les Anglais appellent les "standards". Quand l'enfant ne meurt pas, ou quand on semble en avoir bien soin, tout le monde semble satisfait, sans plus. Faudrait-il s'arrêter et faire l'inventaire de nos ressources sociales, les évaluer et, si nécessaire, les consolider? Il semble que ce serait très désirable. La loi peut faire beaucoup, mais ce n'est pas un panacée. La bonne volonté éclairée est l'arme dont il faut se servir si l'on veut, dans un avenir prochain, arriver à avoir un service unifié de la protection de l'enfance, service qui sera à la hauteur de la tâche qui reste à accomplir afin de placer la province de Québec sur un pied d'égalité avec les autres provinces. Science complète heureusement dévouement, tout le monde l'admet. On ne risquerait pas sa santé aux mains d'une personne dévouée mais sans connaissances techniques; faut-il remettre la personne humaine de l'enfant à quelqu'un dont la science est basée sur le seul bon sens? Ce serait dire que la santé physique est beaucoup plus importante que toute la personne. Les milieux éclairés s'en rendent compte, mais rien de défini n'est encore en vue. Nous avons bien une poignée d'assistantes sociales, mais elles ne sont qu'une goutte d'eau dans la mer de la misère à soulager.

More about Reading Readiness

G. A. WHEABLE

“**R**EADING READINESS” of the child is a matter of import to the parent, to the Kindergarten, to the worker in the agency, caring for small children. Preceding articles by Dr. McKee dealt primarily with the Kindergarten problem: Mr. Wheable’s suggestions will be of particular value to the primary teacher in the rural or small school with no Kindergarten, and incidentally, in many of his pointers to the conscientious parent, foster parent and children’s worker.

It is surprising how prone we are to ignore well known facts. We are all aware that children of pre-school age vary greatly in their ability to do many things. For instance, all children do not take their first step at the same age. Some learn to talk much earlier than others. And yet, when at five or six years of age these same children enter the primary grade, by some strange method of deduction, we conclude that all are ready to commence reading. If we give the matter a little thought we cannot help but realize that these children bring to the task of learning to read a wide range of abilities and interests which will greatly affect their progress in that activity.

A recent survey in a city school system revealed the fact that one-fifth to one-fourth of all children entering the first grade failed to be promoted at the end of the year

Mr. Wheable’s address, here summarized, was given to the Primary section of the Ontario Educational Association, London, Ontario, this spring.

because of their lack of ability in reading. This condition has awakened educationists to the need of remedial measures in reading instruction. Further, much thought is being given, at the present time, to the prevention of reading disabilities at their initial stages. Therefore, an adequate “reading readiness” programme must be established in our schools, a programme that will obviate a sense of failure on the part of children at the very beginning of their school career. This adjustment of the curriculum to fit the child’s needs not only makes for better academic progress but it also means better mental health for all children concerned.

The need of this, as yet “unready” child has not been generally recognized by parents, who are unduly anxious to have their children read soon after their admission to the first grade. So imperative is the need of making adequate provision for children not

ready to begin regular instruction in reading, that no progressive and conscientious teacher of primary classes, would fail to meet it.

Factors Affecting Child's Readiness

What must one do, to plan a satisfactory programme of this nature? What are the factors which influence the child's readiness for systematic reading?

His physical condition may interfere with his ability to profit from instruction. To illustrate, the age at which the eye-ball becomes normally spherical varies with different children. Some children do not have normal eyes at six years of age. This means that an image cannot be accurately and clearly focused on the retina. As a result, letter forms are indistinct or blurred and this leads to confusion. All visual difficulties tend to have a retarding effect upon learning to read.

Another interfering factor in preventing reading readiness has to do with the auditory sense. A lack of normal hearing often causes reading difficulty.

Speech defects also influence the child's readiness for systematic reading instruction. Research has shown that about ten per cent of speech disorders require clinical attention. A very large percentage is due to poor habits of speech which are improvable under the careful guidance of the teacher.

Many different physical factors result in sluggish mental activity,

excessive fatigue, short attention span, and emotional instability.

At what mental age are children ready to read? Variance as to the optimum age arises among investigators in this field. Some say six years, while others say six and one-half years. One investigator found that fifty per cent of children with mental ages of six years or less failed to pass at the end of the first year, while only two per cent of the six and one-half year olds did not secure promotion. It seems to be generally agreed that mental ages of less than six years usually handicap children in learning to read and that a mental age of six and one-half years is to be preferred.

Other special mental characteristics, memory span of ideas, ability to recognize likenesses and differences in word forms, are also important in reading readiness.

Mental age, however, is not the sole criterion. Personal qualities and experience play an important part. Some children have had rich and meaningful experiences, through a home environment of good children's books, and a neighbourhood of stimulating play associates. Other children come from an environment impoverished in these influences. Two groups, differing so greatly in background, are not equally ready to enter into the same progress of systematic reading instruction.

With the many factors involved in readiness for reading it must be

recognized that the presence of one factor to a marked degree may overcome the lack of readiness in other factors. Because of an interest in reading and a desire to read, numberless children have, undoubtedly, profited well from systematic instruction in reading.

The relative importance of the factors in each individual case requires careful consideration. As a guide and help to discover which pupils need a reading readiness programme, there are a great many intelligence and reading readiness tests available.

(to be continued)

The Federation provides a timely list of reading to help in caring for our child guests from overseas.

Co-operation in War Service

MANY of our members are engaged in war work of various kinds. At the moment this individual work is the best service our organization can give. Collective effort may be more conspicuous, but service given where needed most is twice given. For those already entertaining young British Guests, the Federation offers a list of selected and tested books, many of which are in the ordinary public library.

FOR THE TINIES

Happy Days, L. P. Marsh, Merrill Publishing Co., 15c.

Horses and Cows on the Farm, Whitman Publishing Co., 15c.

Baby Animals, M. Winter, Merrill Publishing Co., 15c.

Patsy Anne, M. R. King, Rand McNally, 15c.

Time For Bed, Inez Bertail, Doubleday Doran, 50c.

Lucky Little Lena, Marjorie Flack, MacMillan Co., \$1.00.

Willy Nilly, Marjorie Flack, MacMillan Co., \$1.10.

Gloomy the Camel, Grace Paull, Viking Press, \$1.50.

Billy and Blaze, C. W. Anderson, MacMillan Co., \$1.10.

Wee Gillis, Munroe Leaf, Viking Press, \$1.75.

Bible Books For Small People, Muriel Chalmers and Mary Entwistle.

The Song The Shepherds Heard
The Star Of The King
The Shepherd And His Sheep
The Lost Coin
The Farmer And His Field

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